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ABSTRACT

This document brings into focus the main ideas and action-oriented decisions emanating from the seminars of heads of African universities which took place on the themes of: the mission of the African university (Accra, 1991); restructuring the African university (Dakar, 1992); and the resources and management of the African university (Alexandria, 1993). The document elaborates on enhancing potential, improving management processes, and achieving sustainable performance and, thereby, improving capacity and capability for accomplishing each university's mission. It suggests preparing comprehensive university business plans and management action to indicate the structural changes and systems management that the university will use in pursuit of its mission. The paper indicates the need for each institution to work in partnership with other higher educational institutions. The document makes 25 recommendations for action, and then provides, in four parts, the basis of the recommendations. Part I discusses historical issues in the role of African universities. Part II indicates the need for interpreting university governing instruments in a way that facilitates performance toward the university's mission. Part III focuses on making the university a successful enterprise through innovative, entrepreneurial, effective, and efficient management. Part IV suggests engaging in institutional self-examination and disseminating findings. (JDD)

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Priority: Africa

Development of Higher Education in Africa

The African University into the New Millenium

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Results of a series of seminars organized by UNESCO
in cooperation with the Association of African Universities (AAU).

AE 027 181

Priority: Africa

Programme for Action proposed by the Director-General
(1990-1995)

Development of Higher Education in Africa

The African University: into the New Millenium

Results of a series of seminars on higher education in Africa
(Accra: November 1991, Dakar: November 1992 and Alexandria: April 1993)

UNESCO

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INTRODUCTION

The Purpose of the Document

1. The purpose of this document is four-fold:

First, the document brings into focus the main ideas and action-oriented decisions emanating from the seminars of Heads of African universities, which took place in 1991, 1992 and 1993 under the UNESCO Priority Africa Programme, at Accra, Dakar and Alexandria, on the themes:

- The Mission of the African University (Accra, 1991)
- Restructuring the African University (Dakar, 1992) and,
- The Resources and Management of the African University (Alexandria, 1993)

Secondly, the document elaborates on the resolve to enhance potential, improve management processes and to achieve sustainable performance and, thereby, improve capacity and capability for accomplishing, in partnership with other institutions and within a specified time-frame, the MISSION each university designs to accomplish. It accordingly suggests the preparation of such comprehensive university BUSINESS PLANS AND MANAGEMENT ACTION as would signal clearly to interested groups that, in pursuit of its MISSION, the university concerned would be making appropriate structural changes and managing efficiently the systems in place and the resources available.

Thirdly, the paper indicates the need for each institution actively to seek to work in partnership, in several domains, with other higher educational institutions (national, sub-regional, regional and international) without losing sight of a basic tenet of the UNESCO/UNITWIN Programme - "the principal starting point of any inter-university co-operation should be the development of the partner universities as seen by these partners themselves."

Fourthly, the purpose is to make recommendations for action, which deserves to be supported.

Summary of Contents

2. The document makes 25 recommendations and provides in four parts the basis of the recommendations. Part I is a brief historical note. It draws attention to three challenges among the landmarks of endeavour in the past thirty years: first, the challenge to shorten the transition to a truly African university to a length of time appropriate to pressing needs; secondly, to promote an efficient and effective higher education as a sine qua non of sustainable development of the human and physical

environment and, thirdly, the challenge to the African university to have a MISSION and a SENSE OF MISSION. Part I also spells out the legitimacy behind the Priority Africa Programme accorded by the Organization of African Unity, the Economic Commission for Africa, the UNESCO General Conference and the Secretary-General of the United Nations. It ends with the technical legitimacy which Heads of African universities brought to the three seminars sponsored by the Programme.

3. Part II summarizes suggestions for the way forward. It indicates the need to establish a new outlook whereby university governing instruments can be interpreted to facilitate performance, with the necessary academic and financial autonomy, in response to a widely accepted MISSION. It envisages the adoption of an audit posture leading to the production by university personnel of viable Business Plans and Management Action which take cognizance of policies of aid and financial agencies. It emphasizes the importance of studying and, indeed, of anticipating and influencing whatever changes take place in such policies. From such a position of information-intense strength, viable proposals can be prepared for support.

4. Part III is concerned with the task of making the university a successful enterprise, the key to success being inevitably the application of INNOVATIVE, ENTREPRENEURIAL, EFFECTIVE and EFFICIENT MANAGEMENT. It draws attention to the fact that the success of a university is in the graduate who has learned something and puts it to work to advantage. It refers to the guidance from experience given by the seminars. In the process, it mentions the heavy demands on African university leadership.

5. Part IV suggests four kinds of activities as a basis for preparing proposals for support. It expresses the hope that consideration would be given, as appropriate, to engaging in the kind of root-and-branch institutional self-examination which begins with the designing of a university MISSION and continues through an information-intense audit to the production, implementation and evaluation of Business Plans and Management Action for making the university a successful enterprise working in concert with other institutions. It suggests the provision of a publication to back-stop activities.

RECOMMENDATIONS

6. The recommendations presented below are not exhaustive. There are a good number already on record. At Alexandria 1993 alone, consideration of the sub-theme - regionalization, networking and the development of centres of excellence - led to an eight-point criterion for the creation of regional courses. It also produced several recommendations on funding, management, access to cost-effective modern technology in general and the pursuit of a policy of creating multimedia relay courses throughout the African continent such as the SYFED (Système francophone d'édition et de diffusion) points in Dakar and

Alexandria in particular. The 1988 World Bank Report detailed six major recommendations. In 1991, the Association of African Universities (AAU) recommended 48 separate courses of action to pursue. The following year, a study conducted under the auspices of the Technical Department, Africa Region, of the World Bank indicated 33 separate items for action. From all these, African universities themselves are in a position to select and prepare other proposals which they deem necessary in addition to the suggestions in this document.

7. Account has also been taken of the view expressed at Accra 1991, that "donors should be ready to assist higher education systems and institutions as a whole rather than by means of piecemeal projects." The implication is that the institutions concerned would themselves be undertaking, at one time or other, an intense and extensive examination of university life and work in the light of what they hope to achieve. Piecemeal projects cannot altogether be avoided in the present circumstances of higher education in Africa. Limited donor resources and increasingly wide-ranging claims on them may also make such projects inevitable. The recommendations below are, therefore, presented in a form which will allow for requests to be formulated on the basis, on the one hand, of the need for change in specific areas and, on the other hand, of long-term requirements in entire institutions, which can be best met through a root-and-branch audit and resultant need for change.

Change in Specific Areas

8. Recommendation 1 - A regional project should be devised for implementation within the joint ECA/UNESCO and the OAU/UNESCO concertation machinery. It should comprise the analytical study of recommendations recorded within the past half-decade that are pertinent to the themes of the three seminars, the rate and results of implementation, shortfalls and their causes and the assistance required for the requisite corrective action.

9. Recommendation 2.1 - While discussion for the purpose of establishing a new outlook on university goals (paragraphs 54-61) should be intensified with a view to maintaining academic and financial autonomy where it exists and to secure it where it does not, the question of student admissions and enrolment in relation to capacity and standards should be tackled through two types of inter-university projects:

(a) One project should be geared to the development, monitoring and evaluation of new under-graduate selection procedures for adoption by groups, or within networks, of universities.

The project might envisage the use of the services of administrative councils under university guidance. It

should make available to the universities concerned short lists of student/applicants with the ability to profit from higher education. The final selection for admission would be left to the institutions themselves. The project should ensure that:

- (i) common standards, agreed by university staffs, are observed;
- (ii) final selection is made according to student capabilities and institutional capacity in terms of space, staff, facilities etc. and,
- (iii) political pressure is rendered irrelevant.

(b) The second project should use the potential offered by Open Learning Systems to respond to demand within defined catchment areas for post-secondary education. It should bear in mind the special requirements of girls and young people from under-privileged backgrounds and of refugees.

The project might be developed in conjunction with:

- (i) tested selection procedures, devised within an inter-university arrangement established in co-operation with institutions of both the second and third levels of education;
- (ii) students' guidance and the diversification of courses within the entire formal, informal and non-formal learning systems of the area being considered as a coherent whole and,
- (iii) specified plans for renewing learning and teaching methods and techniques and re-inforcing them by information technologies to be adopted after a rigorous analysis of needs.

Recommendation 2.2 - To provide the necessary seed money for implementing Recommendation 2.1(b) above, consideration should be given by university governing bodies, in consultation with their national governments, to the setting up of a Human Development Fund to which individuals, businesses and companies can contribute in return for tax relief.

Recommendation 2.3 - Pilot projects should be devised for the establishment and development of private universities, with the support of the private sector, in order to complement the provision being made by the public sector.

10. Recommendation 3 - All African universities and the regional networks in existence should explore every possibility to invest in the two UNESCO initiatives - UNITWIN and UNESCO CHAIRS - in their future effort to establish joint programmes and new networks and to reinforce existing ones. Most important will be the development of regional institutions and centres of excellence which can benefit universities through:

- (a) the professors the development can supply for teaching at the post-graduate level,

- (b) the contacts it can provide, and strengthen, with the international academic community and,
- (c) the assistance it can give to the maintenance of standards in under-graduate learning and teaching.

11. Recommendation 4 - In conjunction with Recommendation 3, the idea of developing a Pan-African Satellite University of Science and Technology should be pursued within the framework of the UNITWIN programme.

12. Recommendation 5 - The concern of Heads of African universities regarding student unrest, protests and strikes, 'interminable students crises which, among others as indicated at Accra 1991, stand in the way of university leadership focussing attention and energies on the essential mission of the university' should be developed into an interdisciplinary problem-solving project for the study and analysis of, and making recommendations on, a multi-dimensional challenge. The project should conduct an in-depth study of the manifestations of unrest, their patterns and rate of occurrence; their various aspects (political, social, economic and educational); their causes reflecting students' priorities, differing intensity from one institution to another, and their consequences within and outside institutions; the appropriateness of Charters and Statutes; the capacity to anticipate discontent of such existing mechanisms as university committee, task force and student self-management systems (their potential and efficacy in terms of staff/student relationships); staff/students contact hours and nurture of interpersonal methods of teaching; the responses of parents and makers of public opinion - observers of an endemic disease or allies in curing it? The project may be conceived to be implemented within one of the existing net-working arrangements, date its research from the first recorded occurrence in September 1919 and propose solutions.

13. Recommendation 6 - For exploring areas of knowledge, the value of the seminar as a structured learning and exchange technique, compared to the ex-cathedra lecture (albeit combined with questions and answers), should be fully exploited. A seminar can easily deteriorate into interventions and replace a healthy cut and thrust interchange by monologues. The opportunity the seminar technique offers can be invaluable for the teacher to get to know the taught and be helpful to him in areas of student needs other than the improvement of the mind. This recommendation should be considered together with Recommendation 5.

14. Recommendation 7 - The renovation of university structures is a necessary condition for the attainment of the development objectives of an efficient higher education system. The renovation should be supported by new strategies of training for development and innovative inter-disciplinary approaches to learning suited to needs within the human and physical environment. Precedence should be given to the renewal of teaching and learning methods and techniques, the creation of vocational training courses and the establishment of potentially-creative research and development structures.

15. Recommendation 8 - Special attention should be given to staff development in general and training in management, pedagogy, methods and techniques in particular. The experience of staff development schemes recorded in the 1974 report of the Association of the African Universities (AAU) Accra workshop, should be brought up to date for dissemination with recommendations on new approaches such as the assistance which can be given by units of pluridisciplinary teams, including teachers and research fellows from developing countries.

16. Recommendation 9 - Ways should be found of providing incentives for university professors who have stayed on, while others left, to continue to do so. Justifiable concern with the problem of the brain-drain and with arrangements for 'tempting back' university professors from the diaspora should be accompanied by an acute sense of the urgent necessity of staff retention and staff development through early selection from among students for continuing training. The need for a project which faces this question, within the joint ECA/UNESCO and OAU/UNESCO concertation machinery, should be seriously considered. There is a case for detailed planning of further training of local staff within existing net-working arrangements. This involves:

- (a) provision for post-graduate studies for persons appointed to academic posts at the more junior levels and,
- (b) planned arrangements for the experienced staff to engage in further study and visits to other institutions or agencies, including opportunities for gaining experience of the working of other universities, as contrasted with opportunities to pursue their own research.

Much of this may already be taking place often as a result of informal contacts and subject to local staffing needs and availability of funds or other provision for replacement. What is being advocated is the outcome of careful planning and proposals, such as those envisaged in Recommendation 25.1 below, which can be presented to potential donors as a part of long-term plan for university staff development for a group of universities in consultation with all concerned.

17. Recommendation 10 - Universities would need to review carefully what more they can do to demonstrate their awareness of the vital need for:

- (a) a fruitful inter-action with the life and work of their communities and,
- (b) the informed understanding from the communities of
 - (i) what the universities are trying to achieve and,

- (ii) the size of demands on, and responsibilities of, Heads of universities and their staffs in contrast to the current image of symbolically prestigious and advantaged institutions.

The roles of the extra-mural department and the public relations office would be crucial.

18. Recommendation 11 - Participatory combined operation structures should be developed and strengthened by internal and external networks. One important aim would be to restore the cultural role of the university campus which should, in turn, co-ordinate efforts among the partners involved and bring about a peaceful setting conducive to development.

19. Recommendation 12 - Groups of universities should, taking into account communication difficulties as well as the opportunities which the UNESCO/UNITWIN provides, systematically develop an identifiable mechanism with the appropriate performance indicators which permits continuing monitoring, regular self-evaluation combined, where necessary, with external assessment and leading to the necessary orientation.

An Adequately-funded Publication

20. Recommendation 13 - The concern of Heads of African universities for research and dissemination of results including progress within institutions - regarding structural changes, income generation, management of resources and financial strategies that are known to be working should be organized into a regional proposal for assistance. The proposal might take the form of a new journal or of the upgrading of a regional or sub-regional bulletin already in existence into an adequately-funded regular publication designed with the following in mind, the need:

- (a) to redress the current imbalance in a situation where the majority of penetrating studies on the African condition come from the Republic of South Africa, Europe and the United States;
- (b) to avoid
 - (i) shying away, on account of occupational hazards, from difficult or unpalatable though intellectually-inescapable conclusions, and,
 - (ii) ending up in appraisals which amount to saying that schemes have achieved something but more needs to be done and
- (c) to press the logic in vital matters relentlessly to the end to be really helpful to all concerned and to be fully accountable to funding sources and,

- (d) to demonstrate that African universities stand to gain by:
 - (i) turning the searchlight on themselves and,
 - (ii) sharing their findings.

Root-and-Branch University Audit and Ensuing Change

21. Recommendation 14 - The 'genuine political will hoped for at Dakar 1992 to back up mobilization and an awareness on the part of the university community itself for the strengthening of higher education' should be systematically cultivated at the regional, sub-regional and national levels. In the absence of another proposal, the OAU vision of 'excellence that should bring about an early achievement of higher standards of living' should be accepted as a guide for designing the mission of the African university and for undertaking a necessary root-and-branch audit, which alone can lead to proposals that can be presented to donors for assisting a university as a whole.

22. Recommendation 15 - The OAU vision of excellence should be translated into management terms and be regarded as a challenge to universities to consider as their mission, for example:

to establish, within a specified period, the university in the vanguard of a national crusade to replace poor management by an observable sound, innovative, entrepreneurial, effective and efficient management seen to compare favourably with what obtains in the newly-industrializing economies of South-east Asia.

23. Recommendation 16 - A university MISSION should be distinguishable from, though related to, its mandated functions of teaching, learning, research and service to the community, which may be phrased differently from university to university, but are basically the same for all universities of all regions. A university mission needs to be a fresh response to change in the human and physical environment and, therefore, institution, province, and nation/region-specific.

24. Recommendation 17 - A university Mission will need to be thrashed out endlessly with all stakeholders until a clear message is arrived at. The ideal and the one which has the best chance of success is one where if one asks anybody - from the Head of the university to the newest recruit to the staff, from the Minister of Education to the Chairman of the governing political party, from the moulders of public opinion to the parents and students what the university is trying to achieve, one would get practically the same answer.

25. Recommendation 18 - Guided by their MISSION, university personnel should carry out an information-intense audit that would disclose internal strengths and weaknesses and external threats and opportunities. It should also assess performance not

only in terms of quality and quantity of staff, skills, shared values and strengths but also in terms of process, that is, strategy, structure, style and systems.

26. Recommendation 19 - Should a serious shortage of staff make it difficult to release senior university personnel for such an audit, bilateral and multilateral sources of aid should be

approached for assistance with 'associate experts'. The purpose would for the experts to teach under supervision and, thereby, set professors free to carry out the audit and to produce strategic Business Plans and Management Action by which the university MISSION can be accomplished. The training so provided would be a contribution to the 'formation' of overseas teachers in return for assistance sought.

27. Recommendation 20 - Business Plans and Management Action should be prepared primarily for promoting sustainable development of higher education which, in the process, benefits the widening community and, hence, qualifies as something to be offered in return for assistance required.

28. Recommendation 21 - Business Plans and Management Action for each university would be different as would be the Mission. But they would have a better chance of achieving the end in view if they reflected the main concerns of the three seminars, among them, the value to each university of inter-university co-operation; efficient and effective management in general and of scarce resources in particular; the need to diversify sources of funding through academic-private sector partnerships with marketing proposals aimed at specific targets; the development of the culture of entrepreneurship reinforced by knowledge of on-going entrepreneurial ventures.

29. Recommendation 22 - Tailored for accomplishing a MISSION acceptable to all stakeholders, Business Plans and Management Action should carry clear indications that each definable section, if successfully carried out, would be contributing to the achievement of a desirable institutional goal. Therefore, it can be selected by specific targeted audiences and donor agencies for giving their support to the enterprise of the university.

30. Recommendation 23 - Not only should African universities seek to back up proposals based on their Business and Management Action by dependable information on the record of donor expenditure - on which type of projects, with which type of organization, with what kind of results, etc. They should purposefully feed African research perceptions, regarding areas of concern, into the deliberations of governing bodies of aid agencies. In short, they should endeavour to influence change. An inter-university project for such a continuing study is called for.

31. Recommendation 24 - Two guiding thoughts from the seminars should continually influence planning and action in the African universities. They are:

- (a) An important key to the entire enterprise of the African university will inevitably be the application of innovative, entrepreneurial, effective and efficient MANAGEMENT.
- (b) The single most important thing to remember about any enterprise is that results exist only on the outside. The result of a business is a satisfied customer. The result of a hospital is a healed patient. The result of the African university is a student who has learnt something and puts it to work immediately to advantage. And his place in meeting the human development needs of the African continent cannot be over-estimated.

32. Recommendation 25.1 - In response to requests from African Member States and bearing in mind Recommendation 9(b) on planned arrangements for senior staff to enrich their experience, the UNESCO Priority: Africa Programme should guide the piloting of Recommendations 16-23 in one African university in association with three others with the aim of enabling the host university to assist similar operations in the three others, in the first instance, and thereby, begin a chain of innovative activities with the definition of a university mission and an audit as their point of departure. In this pilot scheme MANAGEMENT, PRIVATIZATION and ENTREPRENEURSHIP as discussed at Alexandria 1993 together with major concerns in the text below should be paramount. And so should regular reporting on status to sources of funding, which would lead to a full mid-term assessment of achievement since Accra 1991.

Recommendation 25.2 - Should the results of the assessment indicate the need for securing the collective guidance of Ministers of Government Responsible for Higher Education on future action, a conference should accordingly be convened in consultation with the OAU and ECA as was the Nairobi Conference on Education and Scientific and Technical Training in Relation to Development in Africa of March 1968.

PART I - A HISTORICAL NOTE

33. Whatever else the three seminars may have achieved, they have brought into relief, through the documentation prepared and assembled, the addresses heard, the discussion which took place and conclusions reached, the heritage in educational thought which has accrued to the African universities in the course of the past thirty years.

LANDMARKS

34. The essentials of this heritage were given shape at certain vantage points, from the Meeting of Vice-Chancellors at Fourah Bay (Freetown) in 1961, a regional initiative, to the

UNESCO-sponsored Priority: Africa Programme seminar at Alexandria in 1993. The strands are too numerous, even to trace briefly. Three of them, germane to the purpose of this document, are mentioned below:

- (a) There was a clear indication at Alexandria 1993 that the development of higher education should be regarded as a national priority, a sine qua non for sustainable development, 'a preferred route for national economic transformation and one of proven efficacy'. While successes in African universities could be testified to, the Alexandria Seminar had been convened to discuss the need for change, what change, how to secure it, and why one kind of change and not another. The required change in turn, first, necessitates a different perspective as to what the MISSION of an African university means, implies and demands. Secondly, it points to the need for a new look at how a university performs under the guidance of its MISSION.
- (b) Dakar 1992 called for such changes in management processes in terms of STRUCTURE and SYSTEMS on the one hand and in STRATEGY and STYLE on the other hand as will shorten the transition to a truly African University from the 100 years envisaged at the Freetown 1961 meeting to a length of time consonant with the pressing needs of the continent.
- (c) At Accra 1991, the Director-General of UNESCO called the leaders of African universities to the task of regeneration which, indeed, was the vision they had summarized in their report of their Accra Workshop of 1972 in the phrase 'Creating the African University'. He said:

"Your task, our common aim, must be to regenerate the African University within its own setting. What this university will be, it is for you to ponder and to strive to achieve."

LEGITIMACY

35. The effort required to meet the challenges implied carries its own internal legitimacy. But it is also predicated on a legitimacy of an external character - political, constitutional and technical. The details of the legitimacy are set out below in the light of the evidence, particularly at Alexandria 1993, that entitlement to support should not only be legitimate but also earned.

Political

36. THE ORGANIZATION OF AFRICAN UNITY (OAU). Political legitimacy behind the seminars is rooted in two resolutions of the OAU: Resolution CM/Res 116 of 1968 and Resolution AHG/Res 215(XXVIII) of 1992. Though separated by twenty-four years, they embody the Organization's vision of the excellence which arrangements for human development should strive to achieve in order to improve the African condition.

37. The first resolution called for the 'Establishment of Training and Research Institutions of Centres of Excellence to help overcome the severe shortage of Scientists and Technologists, which had continued to hamper development, thereby postponing the early achievement of higher standards of living.' Welcoming the resolution, the Nairobi Ministers' Conference on Education and Scientific and Technical Training, held in the same year, recommended that account should be taken of "the existing facilities and natural resources potential in Member States in the disciplines concerned." The Conference hoped that higher educational institutions would be assisted not only to share the concerns of the Organization but also to work out ways and means of ameliorating the African condition.

38. These concerns were subsequently embodied in the Lagos Plan of Action and debated in the United Nations as presented in A/S-11/14 of 21 August 1980. One outcome was the United Nations Programme of Action for African Economic Recovery and Development, 1986-1990 (UNPAAERD-annexed to UN resolution S-13/2 of 1 June 1986). This was followed by the New Agenda for the development of Africa in the 1990 adopted in 1991 and launched in November 1992. It was understood that African universities would play an important part in carrying out whatever plans came out of the concerns.

39. The second OAU Resolution, AHG/Res.215(XXVIII), may be said to have put the weight of the Organization behind the effort, within the UNESCO Priority: Africa Programme, to assist African universities. Relevant elements are mentioned below.

40. The resolution requested Member States of the Organization, among others, "to find ways and means of assisting African Higher Educational Institutions in accomplishing their task and in discharging their duties, through the use of more adapted structures...and to support the development of training and management...in the institutions." Further, the resolution commended the effort being made by UNESCO, "notably under UNESCO's special 'Priority: Africa Programme'".

41. Moreover, expressing the hope that account would be taken of the regional and international efforts leading respectively to the Lagos Plan of Action and UNPAAERD, the OAU resolution 'hailed UNESCO's efforts to strengthen co-operation among African Higher Educational Institutions and Universities. It appealed to the Director-General of UNESCO to associate the Secretary-General of the OAU with his initiatives and the execution of the

measures expected.' There could not have been a clearer signal of the support which the Organization recommends to be given to African universities under the Programme.

42. It is suggested that the OAU expression of support is consonant with African thought at its most profound, which should be grasped in its essentials of the apportionment of responsibility for cause, effect, and the necessary corrective action for advance towards integration together with corresponding obligations. These essentials are pithily expressed in the proverb: "If a child commits nine wrongs, he suffers for five." The implication is that, at a moment of historic challenge and opportunity, the community in its entirety has responsibility for ensuring that at least four-ninths of the effort necessary to put things right is made available. This, in essence, is what the OAU resolution is about. And this is the implication of the following words of the Heads of African universities in their Statement from their Dakar 1992 seminar:

"The strengthening of higher education in Africa calls for a mobilization and an awareness on the part of the university community itself, backed by a genuine political will on the part of the States concerned and by aid from the international community, principally through United Nations Agencies, various sources of funding and the contribution of various groups."

Constitutional

43. UNESCO. Resolution No 27, adopted by the UNESCO General Conference at its 25th Session in November 1989, on which the constitutional legitimacy of the Priority: Africa Programme rests, requested the Director-General to implement "activities, in particular those designed to strengthen national development potential through training, by identifying innovative projects likely to attract assistance from external funding sources." Moreover, the resolution supported "the formal appeal made by the Director-General in his introduction to the general policy debate to all Member States and to UNESCO's other partners to join in this work of solidarity." He also hoped, when he launched the programme, that 'those African countries which, to varying degrees, have greater resources at their command will be associated with the programme not only as beneficiaries but also as technical contributors, in the context of technical co-operation among developing countries (TCDCs).'

44. THE ECONOMIC COMMISSION FOR AFRICA (ECA). The Conference of Ministers of the ECA, by its resolution 696(XXV) of 16 May 1990, welcomed 'with satisfaction the Priority Africa Programme, aware of the emphasis the Programme places on education, literacy, environment, sciences (natural and social), culture and communication. The Conference requested the Executive Secretary of ECA and the Secretary-General of OAU to co-operate within the joint ECA/UNESCO and OAU/UNESCO concertation machinery in the

implementation of the programme and the mobilization of the resources required.'

45. THE UNITED NATIONS. The Secretary-General of the United Nations, addressing the OAU Assembly of Heads of State and Government in July 1992, referred to the Priority: Africa Programme and, as it were, summed up the constitutional legitimacy of the programme. He said:

'I shall do all I can to ensure that Africa remains at the centre of the programmes of the whole United Nations System. This, for example, is precisely what UNESCO is doing by calling its extensive programme, spread over several years, Priority: Africa. We recall that the difficulties which the continent is facing may, perhaps, be coming from the gigantic cultural change it has set in motion. It behoves us all to give our support.'

Technical

46. Studies and analyses of the life and work of African universities abounded within and outside UNESCO, the United Nations System, the AAU, and Foundations. Resultant research insights and proposals for action included the UNESCO-sponsored Special Programme for the Improvement of Higher Education in Africa and Action Plan, 1992-2002, drawn up by the Consultation of Experts on "Trends and Issues in Higher Education in Africa" in 1991 in Dakar. Training workshops on management and pedagogy recommended by the 1987 Pan-African Conference on Higher Education were being undertaken on a modest scale in 1990-1991. It was, therefore, to a considerable ferment of thought and mass of activities that the Priority: Africa Programme brought its special contribution.

47. THE PRIORITY AFRICA PROGRAMME: AN APPROACH. Since the peak of the African independence experience in 1960 which the UNESCO General Conference called the Africa Year, African development needs have received high priority attention in UNESCO's programmes of assistance. For example, the UNESCO/UNDP-assisted Experimental World Literacy Programme started in 1966 with two projects, one in Tanzania and the second in Ecuador. At the end of the experimental period, there were eleven projects in all. Eight were in Africa. By September 1967, 26 out of 30 UNESCO/UNDP-assisted projects for the development of teacher-training serviced by the UNESCO Education Sector were located in Africa. Moreover, out of a total of 95 UNESCO/UNDP-assisted projects in all fields of UNESCO's competence and in all regions, no less than 38 were cited in the continent. The UNESCO Programme Commission having underlined earlier 'the gravity of the educational needs and situation at all levels in Africa', these examples were among several expressions of a continuing concern.

48. The Priority: Africa Programme was, therefore, in the tradition of how certain chosen strands of a concern can be drawn together and converted into a co-ordinated purposeful challenge, while their content in selected areas is structured into an approach calling for fresh intellectual and managerial responses in order to show the way forward. As well as having a mandate to mobilize resources and to make systematic appeal for contributions from all UNESCO's partners, the activities which the Programme can support have to be problem-solving. And since development problems are multi-dimensional; those activities are necessarily inter-disciplinary and inter-sectoral and designed to contribute towards sustainable development and sub-regional and regional integration.

49. The Programme has so far worked in the fields of Distance Education, Social Actions to Alleviate Poverty and the Improvement in both Quality and Professional Efficiency of University Management and Administrative Personnel. It has sought to strengthen the capacity of universities to communicate among themselves whereby - as a result of a clear definition of priorities - some resources could be made available for activities designed to help institutions in their effort to achieve and/or maintain international standards of excellence. Accordingly, the Programme created a forum of three seminars for Heads and high-level administrators of African universities.

50. PLANNING AND CONDUCT OF THE THREE SEMINARS. Preceded by a planning meeting of experts from among leaders of African universities in November 1990, the three seminars were launched by the Director-General of UNESCO himself. His key note address to Accra (1991), which posed and answered the question - 'What is the University For', provided much of the intellectual guidance for the seminars. He ended his address with the words: "I want you to leave here with a SENSE of MISSION.... For if a MISSION is necessary in this context, even more important is a SENSE OF MISSION that comes from learning and from understanding and applying its essential lessons."

51. The leaders of the African universities themselves set the seal of technical legitimacy on their endeavour within the Programme. Regarding the seminars as "moments of privilege to reflect on the future of African universities", they discussed obstacles to their enterprise. They exchanged experiences on their successes, too. Questioning the validity and value of many an assumption including the basis of the concept of the African University itself, Vice-Chancellors, Rectors and Presidents of African universities defined and faced their COMMON PROBLEMS in DIFFERENT INSTITUTIONS. Very much to the fore in their deliberations were a SENSE of COMMON IDENTITY in DIVERSITY, a SENSE of COMMON DESTINY but DIFFERING PATHWAYS, a SENSE of COMMON NEEDS but a VARIETY of WAYS of FULFILMENT as were a SENSE of URGENCY and a SENSE of MISSION.

52. They forged a consensus of views for the guidance of universities in producing viable Business Plans and Management Action which can command support. They examined specific areas

of concern. They gave due attention to inter-university co-operation and possible net-working mechanisms as an important element in the pooling and effective use of resources for the rapid sharing and transfer of knowledge and technology to underpin the broader exchange and dissemination of information and experience, in the first place, and the application and development of new technologies relevant to differing socio-economic African contexts, in the second place.

PART II - THE WAY FORWARD

53. Courses of action highlighted in the process are summarized below under two main headings: securing maximum co-operation in establishing a new outlook for interpreting university governing instruments and designing a university mission on the one hand and producing, and implementing, Business Plans and Management Action on the other hand.

A NEW OUTLOOK THROUGH ACTION-ORIENTED PROPOSALS

Interpreting University Governing Instruments

54. It was considered necessary that every effort should be made to secure the co-operation of the University Governing Body, the national Ministry of Education, coteries of power within government and, most important, of the makers of public opinion in interpreting the university governing instruments in such a way that the academic body is responsible for:

- (a) the admission, teaching and examination of students and the appointment, the promotion and tenure of academic staff;
- (b) the allocation of funds made available, or internally-generated, to the different categories of university budget;
- (c) the introduction, as and when necessary and appropriate, of measures - like students loans or beneficiary fees, etc. - designed to recover public sector costs, which would have taken the social and economic environment of the university into account and, most important,
- (d) the design of the mission of the university as distinct from its mandated functions, a MISSION which recognizes the importance of key principles such as institutional autonomy, academic freedom and equal study and employment opportunities for men and women.

Mission of the University

55. The difficulties that can arise because of the lack of clarity regarding what a university MISSION is about, let alone in arriving at a useful, workable and widely-accepted MISSION STATEMENT were observable at Accra 1991. By MISSION, one does not mean a re-statement or a summary of, or additions to, such institutional statutory functions as learning, teaching, research and service to the community. Nor is it necessarily the generation, promotion and dissemination of knowledge. These may be phrased differently from one university to another. But, in substance, they remain the same for all centres of learning.

56. A university MISSION is a fresh response to change. By its very nature, it cannot accept the notion of 'business as usual but in an improved form'. It calls for innovative management and capacity-building arrangements for managing change within a calculated time-frame. It has a motivating, action-spurring and goal-driving dimension to it. This feature has, so far, been noticed less on the national and more on the international and regional scene, the relevance of which has to be borne in mind, in any case, in designing a university MISSION at the present time. Two examples will suffice.

57. EXAMPLES - INTERNATIONAL AND REGIONAL. "Conceived as an international community of scholars engaged in," and carrying out the normal graduate school functions of, "research, post-graduate training and dissemination of knowledge, the United Nations University (UNU)," so stated the UNESCO First Medium-term Plan(1977-1982), "will have the task" or MISSION "of studying, from an inter-disciplinary standpoint, the urgent problems concerning the survival, development and welfare of mankind." On the eve of the ninth decade, the UNU still had the same mandated functions; these did not change. But it had a new vision, summarized in Global Change and Global Responsibilities: Second Medium-term Perspective of the United Nations University for the period 1990-1995: "the central objective of research and training programmes seen as the continuing growth of vigorous and scientific communities everywhere and particularly the developing countries." It was a new MISSION in response to new challenges, among them "the perceived need to align UNU programme areas more directly in accordance with the UN system priorities so as to serve better the needs of the UN system and enable the UNU to sharpen its identity and specificity while achieving greater coherence among its constituent parts."

58. Within the African continent itself, Vice-Chancellors meeting in Freetown 1961 recognized the isolation in which their individual universities had been working. All present decided that the time had come for a definite and massive breakthrough by the universities if they were to fulfil their twin purposes or functions of serving the continent of Africa and contributing to world scholarship and learning. At the Tananarive Conference the following year, the MISSION of the African University was defined as follows: "to make the African University a native

plant - not only in staff, not only in buildings, not only in standards of living generally, but also in its curriculum, in its content of thinking, teaching and learning."

59. INSTITUTIONAL MISSION. Guided by such examples, the university Mission would need to be institution-specific and province or nation-specific in response to the circumstances of the times, for example the glaring disadvantage of the continent stemming from poor management. The ideal, and the one which has the best chance of success, is one where, if one asks anybody - from the Head of the university to the newest recruit to the staff; from the Minister of Education to the Chairman of the governing political party; from the moulders of public opinion to parents of students - what the university is trying to achieve - one would get practically the same answer. Multiple objectives that so often clutter thought would have been shaved away.

60. It may well be that it is in the course of thrashing out endlessly with people in the categories mentioned above, until a clear message of a MISSION is arrived at, that the university can secure the understanding it requires, from its external audiences including government, of the efficiency and effectiveness which academic and financial autonomy can contribute to its life and work. Further, such a process may begin to multiply the number of much-needed policy intellectuals who, by their investigatory competence and political shrewdness, are able to straddle university research and national policy-making. Given certain conditions, it is not inconceivable that an exercise of this kind, carried out with deserving patience, may even assist the community itself in establishing a clear objective, founded on the need for solidarity, coherence and integration within it, which everybody can understand and carry in his mind. The Malaysia country-wide example of VISION 20/20 - the MISSION to become a fully industrialized economy by the year 2020 - with which that country is challenging itself into the starting blocks for the race into the new millennium and beyond is worth learning from.

61. When the institutional vision is identified, preferably in tandem with effort to establish an equally clear national view of what is to be achieved; and when such a MISSION is succinctly defined in a statement and followed, university life and work should, hopefully, be carried out with fresh impetus in obedience to an over-arching purpose generated by a sense of that MISSION. And it is a MISSION so perceived and so widely agreed upon, within and outside the university, which should guide not only a re-examination of functions with a view to determining areas of concern, for example in the field of research; not only how best statutory functions can be performed to solve problems but also the best structures for performing them and the management by which successful performance can be assured. In short, such a MISSION can help point up the essentials which should find a place in university Business Plans and Management Action. It is also needed to guide the design of appropriate strategies for implementing concrete proposals already in existence, and new ones demanded by the changing situation.

Adopting an Audit Posture

62. Proposals, with the best chance of being coherent, would need to flow out of a self-evaluation which takes cognizance of the internal strengths and weaknesses of the university as well as any threats that are posed from outside, which can be turned into opportunities. This calls for the adoption of an information-intense audit posture for examining each of the minutia of the life and work of the entire university to determine clearly "what is" and follow it up with "what should be" in pursuance of the university mission. There should be room for looking outwards to discover "what could be" before final decisions are taken, particularly on details of university management in view of the central place the subject occupied in the three seminars. In this connection, the relevance cannot be over-stated of what is being said, taught and learnt - including experiences of creative conflict and competitive advantage as well as feedback from alumni and their employers - in the top Business and Management Schools of the world, among them the Institut Européen d'Administration des Affaires (INSEAD), Fontainebleau, France; University of Bradford Management Centre, Bradford, England, and the Wharton School of the University of Pennsylvania, Philadelphia, United States of America. The best practice known in management, and the research behind it, would need to be borne in mind in the course of the university audit.

63. It is assumed that such audit would be carried out by university personnel. Should a serious shortage of staff make this impossible, consideration should be given to securing the services of 'associate experts'. The purpose would be for the experts to teach under supervision and, thereby, set African university professors free for the audit. Carefully planned and efficiently carried out, such an arrangement could be a contribution from an African university to the 'formation' of overseas teachers in return for assistance.

64. Further, the involvement should bring specific benefits. African university personnel actually involved in the audit would be exposing themselves to the widest range of purpose-imbued facts and figures and bring the dimensions of the current situation of their university into their intellectual and managerial space. They will, thereby, equip themselves for working out the necessary management processes suited to their circumstances.

BUSINESS PLANS AND MANAGEMENT ACTION AND PROPOSALS FOR ASSISTANCE

65. The immediate aim of the audit would be to secure researched elements for the articulation of Strategic Business Plans and Management Action to perform and achieve within a specified time-frame. There was evidence at the seminars that African universities are at different points on the road from the

familiar university plans (or plans of action) to the kind of Business Plans and Management Action which can survive the close scrutiny of a bank with an eye for strategy, viability, quantifiable outcomes, monitoring mechanisms, attention to risks, etc. Existing Plans of action or Business Plans and Management action may have to be reviewed in the light of the results of an audit; new ones may have to be produced.

Elements for Incorporation

66. Results to be looked for and commended for incorporation into the Business Plans and Management Action, like the elements underlined in the statements adopted at the three seminars, should include:

- (a) Purposive action with regard to data acquisition and its analysis for information and application;
- (b) Competitive advantages inherent in institutional potential, process, performance and prospects and plans for exploiting, and improving on them in collaboration with other universities;
- (c) Status of effort, or a phased plan, to secure the necessary co-operation in assuring to the university the necessary academic autonomy, which implies internal financial autonomy;
- (d) STRATEGY and STYLE that are seen to be yielding, or can yield, results - and therefore deserve external support - in promoting understanding of the wisdom of general disengagement from government, particularly in matters known in the university world as best kept in the hands of the academic staff;
- (e) An identifiable mechanism, possibly established in co-operation with other universities, with the appropriate performance indicators, which permits regular self-evaluation by the university and, where necessary, an external assessment;
- (f) The use of the potential offered by Open Learning Systems in conjunction with:
 - (i) tested selection procedures, devised in co-operation with other higher educational institutions, to respond to the needs of catchment areas and the demand within them for post-secondary education in general and university education in particular, bearing in mind the special requirements of girls and young people from under-privileged backgrounds and of refugees;
 - (ii) students guidance based on diversification of courses within the entire national system of higher education considered as a coherent whole;

- (iii) specified plans for renewing learning and teaching methods and techniques, reinforced by information technologies, which shall have been adopted after a rigorous analysis of needs of a number of higher educational institutions working in concert to improve performance and,
 - (iv) results of review of, and consequent carefully-planned participation in, national and sub-regional courses and centres of excellence, in co-operation with UNESCO's UNITWIN programme, for pooling efforts to teach specialized high-level courses at a manageable and reasonable cost;
- (g) Evolving financial strategies that are known to be working, at which costs, for whose benefit and in which situational contexts;
 - (h) Strategies in place, or under construction, for rationalizing the use of resources and for diversifying sources of funding including:
 - (i) Privatization;
 - (ii) Proposed or current innovative and entrepreneurial management systems and plans for improvement or reinforcement which take into consideration the case studies on innovations, especially on 'university-productive sector linkages', on which the AAU has already started work and,
 - (iii) Staff development in general and training in management and pedagogy in particular and,
 - (j) The implications of change and renewal for the university Public Relations Office as well as for the office of the Head of the university.

67. Business Plans and Management Action would be brought up to date, or prepared, primarily for increasing the self-sufficiency of the university concerned. Their emphases and orientation would be determined by university interests as dictated by its MISSION. Tailored for accomplishing that MISSION, there should be clear indications that each section, if successfully carried out, would promote the achievement of a desirable institutional goal in the first instance. Secondly, it would contribute to the success of the whole enterprise, which the university is, and would, thereby, be something the institution would be offering in return for the support it seeks; furthermore, as a successful enterprise, the university would be making a definable contribution to the development of the community it has been established to serve. Therefore, thirdly, sections of the Business Plans and Management Action could be selected by specific targeted audiences and donor agencies for support.

Studying and Influencing Aid and Financial Agency Policies

68. This pre-supposes going beyond not only a listing of Foundations, Corporations, Financial Institutions and Donor Agencies with the potential to provide aid but also a knowledge of their current policies. It means having up-to-date information on their record of expenditure - on which type of projects, with which type of organization or institution, over what kinds of time-frame, with what kinds of results - that is researched, quantified, qualified and known. The process and results of the enquiry would be the visible manifestation of customer orientation and the informed approach likely to evoke a positive response.

69. Another major point would need to be borne in mind. Policies of aid agencies as well as those of the major financial institutions, which were considered at Alexandria 1993, do change in accordance with perceptions by their governing bodies of real as well as felt needs. These filter through research insights and geopolitical considerations, influences and even pressures. It is in the course of such a process that the African Development Bank, for example, could say respectively in 1986 and 1993 that:

- (a) MANAGEMENT, ORGANIZATION and PLANNING - in that order - should be one of the "critical problem areas" to be addressed, with deserving emphasis on:
 - (i) the need for better information and communication in educational management, and
 - (ii) the importance of management training not only for teachers but also for educational administrators and,
- (b) the regional integration approach of the UNESCO Priority: Africa Programme should be emphasized in proposals to the Bank for consideration as foreseen in the implementation of the Abuja Treaty of June 1991.

70. In a similar way, the international financial institutions and bilateral and multilateral donor agencies have gradually shifted towards redressing the balance between a pre-occupation with high-level manpower development and an equitable distribution of support for causes including Basic Education as espoused at Jomtien in March 1990 for the child in school and out of school and unschooled adults in rural areas. In recent times, attention has been drawn to the relatively high student unit cost as well as that of the university teacher, the ratio of whose emoluments to those of the primary school teacher ranges from 30:1 to 50:1 compared to 10:1 in Asia or Latin America. The heavy reliance of higher education on public financing has been questioned. More efficient management of available resources has been called for. In the process, emphasis has been placed on income-earning entrepreneurship, private sector support and the devolution of part of the cost of third level education on beneficiaries, etc.

71. The contribution which African scholarship brought to the change mentioned above, at a turning point in the history of African education through the mounting and conduct of the Kericho Conference in Kenya in 1966 on Education, Employment and Rural Development, needs to be remembered. The conference was a national initiative. African academics converted it into a fruitful international meeting which reached the epoch-making conclusion that "in the opinion of the conference a more significant contribution to rural development can be made by a much strengthened, more clearly thought out and effectively co-ordinated educational service to adults, than by alterations in or expansion of the existing system of primary and secondary schools. In future, greater emphasis should be given to out-of-school education relative to formal education than has been true before."

72. The tradition begun by that conference of influencing change deserves to be continued. Hence the need for African universities, in the course of studying aid agency policies, to bring the full weight of their Institutes of Education and their Social Sciences Departments to bear on educational and other social problems in three ways:

- (a) by identifying issues which require urgent attention and making them known,
- (b) by anticipating them and,
- (c) by being ready with constructive suggestions long before such issues become unnecessarily complicated by political or other extraneous considerations.

73. Their aim would be, first, to feed African research perceptions regarding areas of concern purposefully into the deliberations of the governing bodies of aid agencies before the latter effect, and not after they have effected change in their policies. Secondly, they would justifiably be seeking to influence change from a position of strength based on first-hand researched information and knowledge and in favour of their constituents. Needless to say, the research activities involved would suggest a co-operative inter-university endeavour and an interdisciplinary approach within a net-working arrangement if they are to be speedily and efficiently carried out.

74. Given the emphasis placed during the seminars on the interdisciplinary and the intra-community (national, sub-regional and regional) approach to problem-solving, there can be no area of concentration in a changed donor agency policy which university expertise cannot penetrate and encompass with a view to improving conditions within it. African universities have been known to reach out to assist with the development of programmes at other levels, and within different types, of education. They have, consequently, made a positive contribution, with or without external assistance, directly to those levels and types and indirectly to the universities themselves. The development of Primary School and Secondary Science Teaching in Ghana, Nigeria and Zambia as well as Social Surveys in different countries in the sixties and seventies are cases in point.

75. Universities would need to review carefully what more they can do to demonstrate their awareness of the vital need for fruitful inter-action with the life and work of their communities. When such co-operation is extensively cultivated, whatever benefits other levels or types of education receive cannot marginalize higher education. In more positive terms, university expertise would be directed towards converting the threat of marginalization into an opportunity for demonstrating a response to needs which new policies of donors purport to meet. Business Plans and Management Action from which proposals reflecting such awareness can be prepared, quantified and costed should bring universities closer to assisting donor agencies in assessing accurately the social return which can accrue from higher education.

Proposals for Assistance

76. With the Business Plans and Management Action completed and sources of assistance studied, it would remain to convert the whole, or sections, of the plans into proposals targeted on specific audiences. Each university would have its tried ways of presenting such proposals; but, in the main, the proposals would need to offer a clear conception and interpretation of the MISSION of the university, the distinctive competitive advantages which its assets provide and a marketing strategy to each target or group of targets. Within the body of the proposal would be, among others, the clearest possible and thorough definition of:

- (a) funding source and its policy requirements and essential characteristics relevant to the proposal;
- (b) co-operating agencies and institutions and their inputs and obligations as well as a summary of the different intra-organizational inputs;
- (c) duration and critical path analysis of what is proposed;
- (d) desired and expected outcomes (particularly conducive to necessary structural changes and more efficient management systems), derivative and multiplier effects and expected outputs;
- (e) features and benefits, personnel specifications;
- (f) costings and risk analysis;
- (g) monitoring and evaluation regime and processes as well as quality control and quality assurance regime;
- (h) accountabilities, methodologies for redress and obligatory terms and conditions binding the parties to the proposal and,
- (i) regular reporting procedures.

77. With quality proposals showing a clear understanding and appreciation of aid agency policies which African academics are in a position to influence, the African University would have moved from legitimate to an earned entitlement to support. The size of assistance is bound to be shaped by institutional and

national track records in the application of assistance, world-wide increasing competition for diminishing aid resources and global political interests of the main contributors to aid funds. Armed with well prepared proposals, however, an African university should be able to seek support within the UNESCO Priority: African Programme. The primary aim, however, would be to use the plans and to follow the management action through in order to make the university a successful ENTERPRISE.

PART III - MAKING THE AFRICAN UNIVERSITY A SUCCESSFUL ENTERPRISE

78. At all the three seminars, the hope was expressed that a statement from each meeting would be incorporated into a plan of action for strengthening the management of African universities. It would be necessary, however, for each university to produce (or revamp), carry out its own Business Plans and Management Action, and make a success of its life and work as an enterprise, if it is going to be strong enough to be effective in co-operative national, sub-regional and regional endeavours and net-working systems.

79. Nor can individual Business Plans and Management Action be adequate for their purpose unless they are prepared and implemented with due cognizance of efforts in other higher educational institutions and, indeed, at other levels of education. In effect, the need is for individual effort towards making the university concerned a successful enterprise in a counterpoint experience with other third level establishments where possible, as is the case in the UNESCO/UNITWIN Programme in Adult Literacy and the Global Pilot Project: Inter-university Co-operation in Policy Research Development involving some ten universities in Africa, the Americas, Europe and Asia.

GUIDANCE FROM THE SEMINARS

80. In addition, however, to the general guide to thought and action which the process of establishing and implementing Business Plans and Management Action was meant to provide, the seminars offered guidance on various aspects of efforts to make the university a successful enterprise.

Concrete Evidence of Advance

81. INNOVATIVE AND ENTREPRENEURIAL INITIATIVES. Experiences were exchanged on the success being achieved. They included, to mention a few, the degree of managerial success in differentiating between academic services and their cost on the one hand and 'municipal' and catering services and their financing and cost in managerial time on the other, setting these out clearly and shedding the latter as circumstances permitted; new selection procedures carried out with the assistance of

administrative councils; managerial efforts in the diversification of sources of funding including competition for support from the private sector; experiments in privatization which suggest that the idea as defined and understood should be 'piloted' in some universities and studied over a period of time to permit a fuller appreciation; indications of progress made in innovative entrepreneurial activities disclosed from surveys conducted by the AAU; the judicious use of the asset of intellectual prowess in partnership with the private sector; increasing use of "salesmanship" by management to project university skills in order to participate, through tendering and other means, in government infrastructural building and environmental work programmes.

82. Examples were cited of a determined and planned use of the media to educate the public on the purposes of the university as being in tune with the fundamental development interests of the community. Those purposes and interests called for the acceptance of short-term sacrifices for long-term gains both by the university and the community. Such management techniques combined with the discussion necessary to arrive at a concise definition of a Mission mentioned above may well be one way of deliberately cultivating the enabling 'political will to see the job through' as called for by Dakar 1992. The importance of a triangular engagement by university, government and governed in educating and being educated on MISSION, short-term sacrifices and long-term gains was underlined.

83. APPRECIATION OF THE SIZE OF THE TASK AND THE RANGE AND QUALITY OF SKILLS OF LEADERSHIP REQUIRED. In the course of recapitulating the foregoing, the demands which Heads of universities are making upon themselves, in order to make what amounted to a multi-million dollar enterprise a success, came through in different ways in the three seminars. The range and quality of leadership skills required were mentioned.

What is Expected of the Head of the University

84. At Alexandria 1993, the Head of an African university was viewed as "a combination of academic manager, chief executive officer, chief operating officer and 'mayor' of a community." The thought had been developed in the first AAU Bulletin of May 1974 and can therefore be regarded as indicative of what African countries have continually asked of the Heads of their universities. At Accra 1991 he was seen as "a scholar of considerable stature with a mastery of the administrative machinery - a leader of leaders who, by his skills in these areas and ability to ensure good public relations outside the university, enables his enterprise to focus energies on the MISSION of the university. And yet very few of his kind are able to devote adequate time to the responsibilities involved because of student crises, the constant battle against undue interference, the desperate struggle for adequate funds for the running of the university."

85. At Dakar 1992, the Head of the African university was seen as everything mentioned above as well as being a manager charged with the task of managing the co-operative endeavour of innumerable managers from the Pro-Vice-Chancellor to the President of the Students' Union and the head of the grounds staff.

86. ABILITY TO MAINTAIN THE SEAMLESSNESS OF PLANS AND ACTION. His functions are wider than, but embrace, those of the conductor of the orchestra who finds an instrument for each and holds all the individual players together. To continue with the music metaphor, his are the Business Plans, the score, in existence before the conductor calls the orchestra to order. And when he does and the performance proceeds he directs and co-ordinates the Management Action of individual players ensuring the necessary responses of the right pace, the right volume at the right time. In this sense, business plans like the score, on the one hand, and the management action comprising his conducting and the players' performance traceable to long hours of practice towards self-improvement and perfection, on the other hand, are seamless. They belong together; and together, they make for success. Guidance towards that end was summarized in two statements in the literature of the seminars.

Summary of Guidelines in Seminar Documentation

87. THE KEY TO THE SUCCESS OF THE ENTERPRISE. The first statement presented to Dakar 1992 related to such broad features of over-all business plans and management action as mission, strategies and tactics. It ran as follows: An important key to the entire enterprise of the African University will inevitably be; the application of INNOVATIVE, ENTREPRENEURIAL, EFFECTIVE and EFFICIENT MANAGEMENT. Such management should be known to be a source of enrichment for creating a coherent corporate culture that earns the loyalty of a widening community within and outside the university. In turn, such culture should enable the community in general, and the makers of public opinion within it in particular, to experience ownership of an institution which consistently increases its capacity and capabilities for solving problems. The African University, in so doing, would be strengthening its competitiveness and gaining advantages for itself and the community. In these considerations lie the beneficial prospects for the future and the capacity to attract support.

88. WHERE THE SUCCESS OF THE ENTERPRISE IS. The second statement, presented to Alexandria 1993 and quoted in part from Professor Peter F. Drucker, is related to the management action that has to be taken at different levels and within different sectors of institutional life to make the business plans work and to produce the following two desired results:

- (a) a good product in the shape of a well-educated graduate who is capable of working for, and taking, a management position; who is equipped with powers of independent thinking and with the leadership skills which lead to meaningful management and,
- (b) effective and efficient management system and processes that increase potential, enhance capacity and capabilities and lead to sustainable development within the university itself and in its service to the community, bringing to that service -
 - i) the asset of technology in its most appropriate but most modern form;
 - ii) the currency of information, accurate and purposive, to permit meaningful internal policy-making and participation in international exchange of experience;
 - iii) the discipline of management to command being taken seriously in external relations;
 - iv) the drive of entrepreneurship for fully exploiting strengths, converting threats into opportunities and augmenting resources and,
 - v) the reward of advantage presented in quantitative and qualitative benefits to individuals and the community.

89. The statement is as follows: Management is about human beings. Its task is to make people capable of joint performance, to make their strengths effective and their weaknesses irrelevant. This is what organization is all about, and it is the reason that management is the critical, determining factor. THE SINGLE MOST IMPORTANT THING TO REMEMBER ABOUT ANY ENTERPRISE IS THAT RESULTS EXIST ONLY ON THE OUTSIDE. The result of a business is a satisfied customer. The result of a hospital is a healed patient. THE RESULT OF THE AFRICAN UNIVERSITY IS A GRADUATE WHO HAS LEARNT SOMETHING AND PUTS IT TO WORK IMMEDIATELY TO ADVANTAGE.

PART IV - ASSISTANCE SOUGHT

90. And it is to enable African universities to make a success of their enterprise, albeit in co-operation with other third level institutions, and thereby help them to become the preferred route they should be for national economic transformation; for putting in place the management systems they require for sustainable development, and for producing the desired result in their graduates at work in the community, that assistance is requested. There would be certain types of projects for which universities may wish to generate the necessary seed money locally - projects, for example, which would extend higher education widely beyond the walls of formal educational institutions. For such a purpose, consideration should be given to the setting up, in consultation with the national government,

of a Human Development Fund to which individuals, businesses and companies can contribute in return for tax relief. In general, however, assistance is sought from external sources for activities mentioned above in this text.

CATEGORIES OF ACTIVITIES TO BE CONSIDERED FOR SUPPORT

91. Such activities fall into two broad categories; those aimed at change in specific areas and those related to root-and-branch university reform. There is also the need for a well-funded publication.

Change in Specific Areas

92. Activities aimed at change in specific areas would comprise those courses of action that are:

- (a) already being carried out, as stated in paragraphs 81 and 82 above, but require assistance to make them more efficacious or more wide-reaching or require to be further developed in co-operation with other institutions;
- (b) listed in Paragraph 66 as having been identified in the seminars and recommended for attention;
- (c) related to the two categories as areas of concern such as education in international understanding; the training of trainers for science education; the interdisciplinary approach to research in development and,
- (d) designed to improve third-level education through sub-regional and regional net-working systems, inter-disciplinary and inter-university research activities.

Root-and-branch Reform

93. It is to be hoped that consideration will be given to putting into effect the long-term root-and-branch reform activities which proceed sequentially from the designing of a MISSION, its concise definition in a university MISSION STATEMENT, the adoption of an audit posture, carrying out of an information-intense audit, leading finally to the establishment of BUSINESS PLANS and MANAGEMENT ACTION together with the strategies for carrying them out and the mechanisms for evaluating the results.

94. The endeavour of putting such a process in motion, let alone carrying out the resultant business plans and management action, would require careful designing and considerable support. It would be sufficient at this stage to recall the types of MISSION STATEMENTS suggested at Dakar 1992, which could start such a

process off and stimulate the search for the necessary seed money. They were:

- (a) Maximize, within a specified time-frame, a measurable flow of managerial effectiveness and efficiency into the community through university alumni;
- (b) Establish, within a specified period, the African University in the vanguard of a crusade to replace poor managerial performance by an observable sound, innovative, entrepreneurial, effective and efficient management seen to compare favourably with what obtains in the economies of the newly-industrialized economies of South-east Asia and,
- (c) Bring, within a specified number of years, managerial as well as scientific and technological skills - and their application - within the grasp of the majority of university alumni.

95. Relevant proposals or requests prepared and processed in consultation with national governments, and which resonate with the objectives of the Priority: Africa Programme, should be given as much support as possible. It would be for the Programme to proceed selectively as indicated in Recommendation 25 above. Most important would be the regular reporting which the recommendation advocates. The monitoring and built-in evaluation on which reports would be based should lead to a full-scale mid-term assessment, say, around 1996 - the fiftieth anniversary of the founding of UNESCO - of what would have been achieved, for example, in relation to:

- (a) Academic and internal financial autonomy;
- (b) Students' affairs, ranging from admissions, enrolment and places to unrest and the culture of learning necessary in a university;
- (c) Resources, their adequacy, management, effort to augment them through 'privatization' and entrepreneurship;
- (d) Management of change in terms of separation of academic and municipal functions; internal course content and out-reaching programmes in response to societal needs particularly in management and the handling of the national economy; requisite staff skills and development and,
- (e) How to replace isolation by co-operative endeavour within a widening intellectual community across national and regional frontiers.

96. Should the results of the assessment signal the need to secure, for the future, the collective guidance of Ministers of Government responsible for the development of higher education, a conference should be called, for the purpose, in consultation with the OAU and ECA. Their co-operation in a second phase will be as necessary as in the first for which they lent their support in the three resolutions referred to above.

An Adequately-funded Publication

97. Consideration should be given to back-stopping activities set in motion by an adequately-funded publication to disseminate findings and experiences as universities subject their life and work to close scrutiny, prepare proposals for support and implement them. Such a publication, however, should be penetrating and be free from concern as to how intellectually-inescapable conclusions presented might be received. It should remain uninfluenced by the persistent phenomenon of apparent understanding of human sensitiveness. In 1961, the phenomenon came into play during the commissioning of the documents for the Addis Ababa Conference; the idea of the choice of two experts from two African countries caused some doubt because, among other reasons, 'the choice of countries', so it was suggested, 'might not be generally acceptable in the region.' In 1993, it showed itself as perception of 'the sensitivities of university personnel'.

98. It would be for such a publication to indicate systematically what is being achieved and what remains to be done in the spirit of the report of Alexandria 1993 which summed up what is required as follows: "In the final analysis, the way forward must be an innovative, effective, efficient and entrepreneurial management which will compel external audiences of the African University to recognize rejuvenation where it exists and performance when it takes place in discharging a MISSION which all partners in the enterprise have accepted."